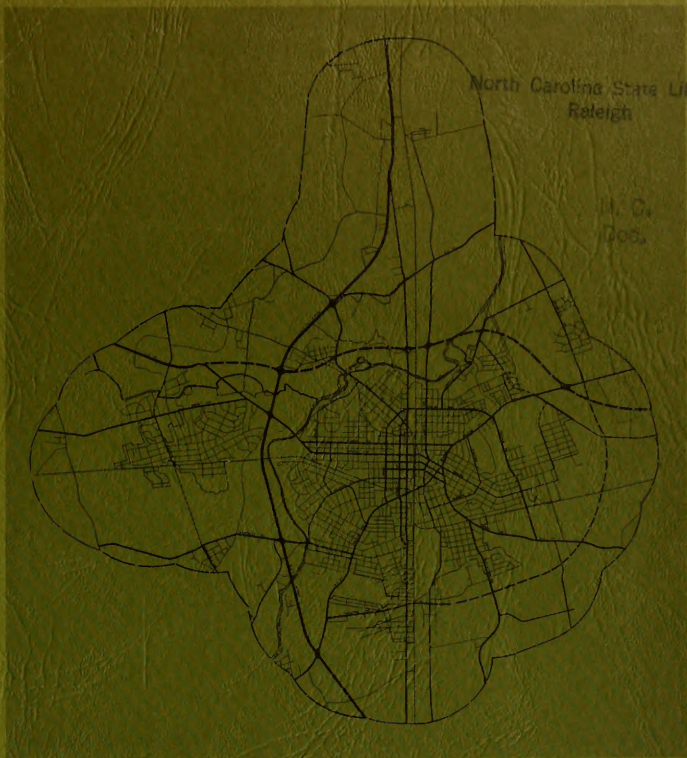


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COMMERCIAL AREAS STUDY

IMPLEMENTATION

ROCKY MOUNT, N.C.

TITLE: Commercial Areas Study - Implementation

AUTHOR: Division of Community Planning
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SUBJECT: Implementation of the Central Area Proposals.

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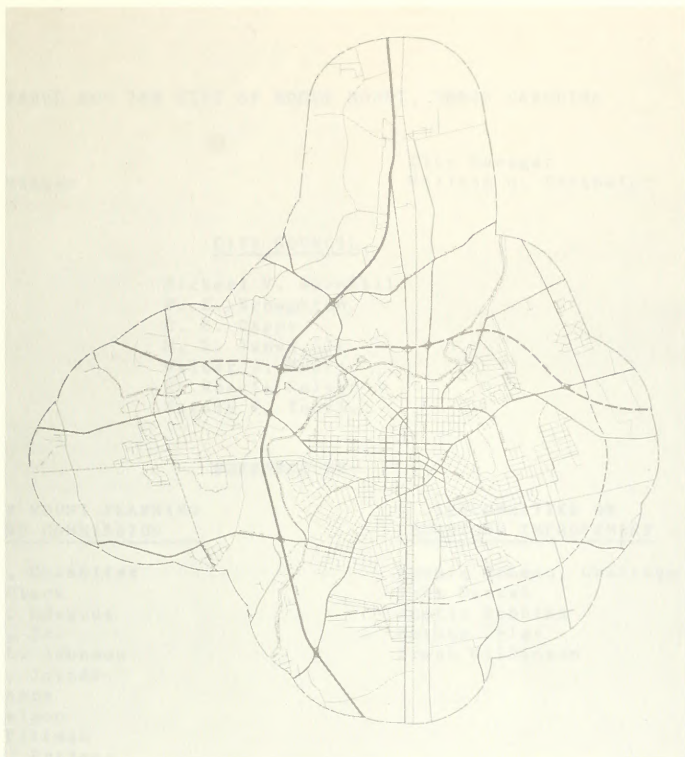
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ABSTRACT: This study deals with the financing and organizing of the central area proposals and is an attempt to provide a guide to implementation for the overall improvement of the Central Business District. The study considers the basic groups of responsibility; individual project feasibility; gives general cost estimates of various projects and itemizes the financial and revenue resources available.



COMMERCIAL AREAS STUDY

**IMPLEMENTATION
ROCKY MOUNT, N.C.**



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GENERAL APPROACHES FOR IMPLEMENTATION

Merchant and Citizen Involvement
City Government
Urban Renewal
Other Groups
Summary

GENERAL APPROACHES FOR IMPLEMENTATION

The studies that have preceded this report have developed physical plans for the downtown. The plans, if implemented properly are proposed to solve most of the physical and economic ills that plague the central area today. As in any illness the cure may be expensive; it may require long hours of care. Many people will either believe there is no illness or that there is no cure. Much the same situation will and does exist among the citizens of Rocky Mount. Rocky Mount is a thriving city and its downtown area reflects this, but the downtown area also reflects the problems that are common to almost every central or downtown area in every city in the country: large retailers are moving to fringe areas; buildings appear old and neglected; circulation and access streets for cars are congested; sidewalks are narrow and unattractive; and there is a critical shortage of convenient parking spaces. These circumstances must be remedied to provide a pleasant and convenient area to do business.

This report will attempt to answer some of the questions about the "who" and "how" of the actual physical rebuilding of the core area.

The "who" part of the problem can be answered in general terms by saying that every one who lives or works in Rocky Mount should be interested in the development of the central area. This would also include those merchants and businessmen who presently have their establishments on the edge of town. The more healthy the central core area of the city is, the greater the number of people that can be expected to go there to shop and do business and in turn the more people who will pass in front of these fringe area stores.

Merchant and Citizen Involvement

To be more specific in answering the "who" question there

will be three major groups that will have to take the responsibility of implementing the plan. The first responsibility for the improvements should be with those who stand to directly gain the most from having the central area redeveloped. This would be the merchant-businessman group. Thus far this group has already organized itself into a Downtown Merchants Committee and has worked to arrive at or refine many of the ideas that are presented within this study.

The following is a list of general proposals that should be taken as a responsibility of the Downtown Merchants Committee in addition to their general obligation to support, maintain and encourage the development of the central core area. Some of these suggestions are presently in operation, but are restated here to give a written outline of the needs:

- (1) Further strengthen the existing downtown organization by having it formed into a corporation with definite objectives and responsibilities. Forming a corporation would give the organization a legal status which would allow it to make agreements with the city, (which is also a corporation), enter into contractual agreements with other organizations or companies and pursue projects within the downtown in a businesslike manner.
- (2) Organize the downtown merchants in such a manner that the core area will be promoted as a unified shopping facility, encourage simultaneous sales programs and advertise in out of town papers to draw new business. It will be surprising the results that can be gained simply by active group promotion. Rocky Mount can build a new image of itself in a very short time.
- (3) Employers and employees should realize that the parking spaces they occupy close to their place of business are badly needed by paying customers. Every effort should be made to keep as many of the

"close in" spaces open as possible. This can be done by having the employees park on the fringe of the downtown area. Employees may not want to walk two blocks to work, but they will. A customer will go to a more convenient business place.

- (4) Individual merchants should strive to improve the general appearance of their place of business. This may range from cleaning up the area in the rear of the building, applying a new coat of paint to the front or back of the building, completely refronting a structure, developing the rear as a customer's entrance, renovating the interior of the business place, planting a tree or some shrubbery or removing a gaudy or obsolete sign. Good merchandising requires a proper place to carry on business and each merchant would do well to give a critical look at both the inside and the outside of his establishment.
- (5) The single greatest group effort that can be carried out by the merchants is the purchase of land to be developed as off-street parking lots. At present there are several areas that should be considered as immediate projects. If one block of businesses stands to gain customers by providing off-street parking in their block or adjacent to their business what is more logical than the group agreeing among themselves to buy or lease property to provide customer spaces. If individual merchants and the City do this then why not a block group? Later there will be a discussion on more elaborate methods of establishing parking, but the basics are the same. There must be a willingness and an agreement of purpose.
- (6) The most expensive feature of the downtown development will be when the street development or malls

are constructed. These pedestrian areas will not be inexpensive if done properly. Each merchant must be willing to pay his share.

To solve this problem the merchants must discuss and decide just how they will pay for these improvements. The possibilities of group assessment, what is a fair share, and sources of long term financing will have to be decided before the work can begin.

City Government

The city has the responsibility to serve all of its citizens and not give special favors nor discriminate against any group. The central area of the Rocky Mount represents the economic center of not only the city, but of a larger region as well. Regardless of the fringe development around the city the central core represents the major tax base and highest property values within this large area. This being the case it can hardly be considered favoritism if the city government makes investments to protect this large concentration of economic and social facilities. In many situations the city will be the only organization with the means, either financial or legal, to accomplish a particular task. The officials of the city, both elected and salaried, must develop a strong sense of involvement with the central area problem and more importantly, with their solution. New ideas will be the order of the day and new solutions to old problems will be necessary if the city is to catch up and stay abreast of its problems.

The following are some of the basic responsibilities that city government should address itself to in its role in the physical development of the central area.

- (1) As mentioned above, the first ingredient for new growth and development will be that the decision-making people in city government must maintain their

awareness of the problems facing the central area and be prepared to assist in every practical means available to them as a legal body. Maintaining a positive attitude will be one of the biggest steps for continued progress that can be made.

- (2) The city, to a certain extent, is in the parking business at present and as future areas are made available either through merchant or renewal efforts the city will be the logical custodian of these areas for their development as parking lots. This responsibility can be handled either as a function within an existing city department or this responsibility could be delegated, through the cooperation of the merchants organization, to a city parking authority. This authority would consist of a group of citizens appointed by the city whose major responsibility would be to provide adequate parking for downtown Rocky Mount. Under the existing State Legislation the authority would secure land by purchase, gift or lease, develop the land into a parking facility and manage the facility like a business venture and as a public service. The advantages of the authority system are that they establish a group working solely to provide parking. The parking areas described in the section dealing with feasible projects should be considered as the primary objectives in the development of an adequate parking program.
- (3) A very important responsibility of the city will be to promote and guide the implementation of the thoroughfare plan. The road system both leading to and within the core area must function smoothly as a unified whole if it is to properly serve the citizens and visitors to Rocky Mount. The city working with the State Highway Commission should

make every effort to connect, extend or improve the roads and streets that represent the basic form of the circulation pattern.

- (4) Another responsibility of the city government in the near future will be to select a site for and to build a new city hall. A site has been proposed in the preliminary plan and serious thought should be given to the acquiring of this or other sites. Also the impact of a new city hall building will have a definite effect on development within the downtown area. While the entire core area is contemplating changes, now would be an excellent time to establish a committee to investigate the space needs of the city and select potential sites.

Urban Renewal

The Urban Renewal Program as presented by the U. S. Department of Housing and Urban Development represents one of the greatest potentials for development within the downtown that is available. The guidelines and qualifications are generally strict, but the possibilities are extensive. Redevelopment under Urban Renewal has worked in the past in many cities, it is working at present and there are certainly no reasons that it should not work equally as well in downtown Rocky Mount in the future. Due to the formidable cost of land acquisition, high development expenses and the overall complications of legal involvement, the problems of development in the central area become almost impossible without a tool for redevelopment such as Urban Renewal.

In the case of the downtown project the major objectives would be the same as those expressed through this study and would be flexible to the extent the local commission needed to change for unforeseen events. The project would attempt to accomplish its objectives by: one, defining an area within the downtown area that has a sufficient number of substandard

structures that it would qualify under the State Statutes and Regulations of the Urban Renewal Authority; two, removing those structures that are of substandard quality and of rehabilitating those structures that could be saved; three, clearing land and reselling it for redevelopment by private sources; four, making land available for development of off-street parking lots either by a parking authority or private enterprise; five, developing that part of the major thoroughfare plan that passes through the redevelopment area; and six, by generally providing the legal organization and means to coordinate such a complicated task as the revitalization of a downtown area.

Other Groups

In addition to the broad categories just listed there are some groups or organizations that do not fit easily into any one of these classifications. Some groups are quite small and therefore must play a small role in the improvement of the central area. While other organizations are large, but not necessarily oriented toward Rocky Mount's problems.

Civic organizations are usually project oriented and if collectively applied can do much good for the central area. These types of organizations can best handle small individual projects which can be completed in a year's time. As actual work begins the number of projects will be endless. Typical projects might consist of collecting funds to buy plants or containers to be used in one of the new pedestrian areas, it might be in the form of a service to maintain a certain planted area or a project might simply be to sponsor a display in the downtown that will attract people to the area, such as an art show or a traveling exhibit. Businessmen can also expect to display products that have wide customer appeal such as new cars, boats, airplanes, camping equipment, etc. These displays may not sell a great number of the products, but people enjoy seeing well planned displays and if they enjoy

themselves they will continue to return to the downtown area.

Since the removal of the railway from the center of the downtown area is the key to the redevelopment of the central area it is absolutely necessary that a good working relationship between the Seaboard Coast Line Railroad and the City be established. A financial agreement must be reached, responsibilities agreed upon and a definite timetable established that will provide specific goals to be reached at specific times. These basic questions of timing and financing must be solved before the first efforts on Main Street can begin. The railroad company has tentatively agreed to relocate its tracks from the center of Main Street if someone else will bear the expense. The expense, as will be seen later, will be formidable but not impossible.

Summary

In conclusion it must be re-emphasized that the changing of a city is not a simple matter and that every change or variation from what exists today will be brought about only if the citizenry is willing to devote its time, energy and money to each task as it arises. The leadership within the central area must be vigorous in its attempt for revitalization. Individuals and private companies must be kept informed of the development objectives and goals for the downtown. They must realize that a healthy and prosperous central area is vital to the economic life of the entire city and that each citizen, whether he be a downtown merchant or an employee in a fringe area plant will derive many benefits from a successful central area.

Cooperation between people is always better when there is a common goal in view. And it is the goals for the central area that can be used as overall objectives. Private development cannot be dictated by a "Downtown Plan", but private development can and should give some consideration to the implications each new structure will have on its neighboring businesses and the central area as a whole.

PROJECTS

Most Feasible Projects

Railroad Relocation

New City Hall and Convention-Civic Center

City Bonded Indebtedness

PROJECTS

Most Feasible Projects

In any long-range development project there are some features that will be possible before others. Some aspects of the plan will not be justifiable until some future date, others are contingent upon other projects or activities. At this point a list will be presented that will outline the feasibility of various projects and what their time sequence schedule might be.

Basically there will be three types of improvements: First, will be the attempt to furnish plentiful and convenient off-street parking for the customers. Second, will be the development of pedestrian circulation areas for the CBD shopper and third, through Urban Renewal ample space will be developed to provide for the location of new retail building sites. These sites will be established for selective removal of structures that have reached a severe stage of deterioration. These structures will be bought and removed and the resulting land will be sold to firms in private enterprises on a bid basis. It is intended that through this effort the blighting effect of deteriorating structures can be extensively eliminated, thereby creating a better commercial atmosphere in the central area.

1. Main Street Project. This project must be tied directly to an Urban Renewal Project due to the costs involved to remove the railroad tracks from Main Street for six city blocks. This project will provide both parking spaces and pedestrian malls and will be the single most important project to the central area as well as the most dramatic, but it cannot be started until such time as financial assistance can be gained to share in the construction costs. Further, this project cannot be started until a new railway and switching station have been constructed to bypass the city. Since three bridge structures and a separate grade crossing

must be built and several miles of new track beds must be laid it is not likely that any serious construction work can begin on Main Street for at least two years. This project is the major project and must be worked toward until it is complete, but it does have prerequisites that must be fulfilled before actual work can begin.

The Federal Government's participation in urban renewal will vary from 2/3 of the net project cost to 3/4 of the net project cost depending on the project's ability to qualify. It appears from the preliminary survey work with a representative of the Department of Housing and Urban Development that the downtown area is eligible for federal renewal assistance because of the number of deteriorating structures in the area.

Briefly discussed the Main Street project consists of five elements: The North Main Plaza, Main Street Plaza; South Main Plaza; extended sidewalks on Main Street and the Main Street parking facilities. All of these projects should be developed as nearly as one construction program as possible with the exception of the half of the Main Street Plaza that connects Main and Washington Streets. This phase can wait until some element of parking is completed East of Washington Street. The remainder of the Main Street Plaza can be constructed as soon as the railroad has been relocated. The block between Sunset and Western Street should logically be the first effort on Main Street after the tracks have been removed. It is in the center of the core area and would serve the greatest number of merchants and customers. This project, as a first stage, would serve as a focal point and give daily physical evidence of the progress within the area. Along with the plaza the sidewalks within the block should be widened to accommodate the proposed improvements; benches, plants, etc. At the same time the double bay parking should be established on the remaining vacated railroad right-of-way. The first stage would set the example as well as fully establish the merchant corporation group for all future actions.

The second logical stage on Main Street should be the block between Western and Nash Streets. This block will have a pedestrian cross walk, widened sidewalks and an improved parking area. Like the Main Street Plaza this second section has commercial development on both sides of the street and, if developed will benefit both merchants and customers.

The third area of development on Main Street will be between Nash and Hammond Street. This area will primarily be a parking improvement project, but will also have sidewalk improvements in the form of trees, plants, benches and lighting fixtures. The proposed parking for this area is much needed and the area designated for a new commercial site gives an entirely new potential to this end of the downtown. The site with the surrounding parking will make an ideal site for a retail firm to expand to or a new firm to establish in.

The area on Main north of Sunset Street is in much the same situation as the section previously discussed. The first project here will be essentially a parking area which is badly needed, but also a site is shown for a potential new large retail firm to locate on. A large primary retail business in this area, coupled with the closing of one block of Washington Street would give this area of the downtown a much needed anchor and customer generator it has lacked for some time.

The space presently occupied by the open loading platform above Thomas Street on Main Street should be developed as parking as quickly as the other Main Street projects are completed. This lot would well serve the businesses of this northern most end of the central area. Until the demand is great enough the parking spaces of this lot should be of a longer duration than the spaces directly on Main below Thomas.

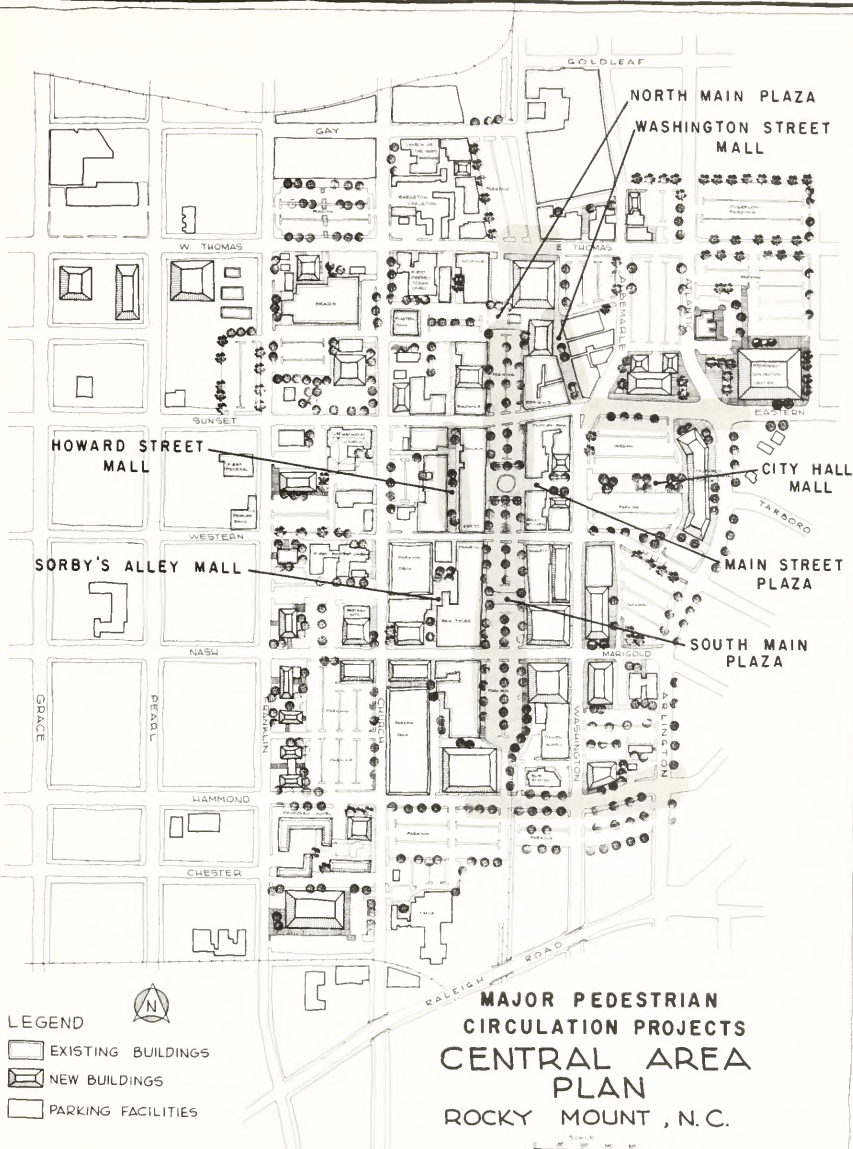
2. Howard Street Mall. Howard Street represents one stage of development within the downtown area that can be carried out in advance of any Urban Renewal Project. The street is only one block long and is not a necessary link in the central area's circulation system. The purpose of




closing Howard Street to vehicular traffic would be to develop a pedestrian area free from the conflict of people and cars. The street would be resurfaced in most places; trees, shrubs and other plants would be located in groups on and in the new paving along with benches and better lighting. Fountains should also be a part of the street scene along with small freestanding directional guide signs in the center areas.

As can be seen in the Proposals for Progress booklet there will be a service lane left open for delivery trucks and emergency vehicles. It is intended that delivery trucks should arrive only during certain specific hours in order not to conflict with the daily shoppers. Emergency vehicles would be permitted as needed.

For development this project would have to be divided into several areas of responsibility. The closing of the street would, in this case, be the responsibility of the city. This action would first have to have the approval of property owners owning in excess of 51 percent of the front footage facing the street. Even before the actual closing of the street detailed plans will have to be completed for proper drainage, any changes in sewer and water lines, locating underground transformer vaults and for all of the landscape improvements that are to be put in the area. The plans must be completed by competent professionals to insure maximum success. Without these plans neither the city nor the property owner will be able to tell what is being bought or what the price will be.

In addition to the detailed plan preparation the adjacent property owners will have to form a special assessment district in order to finance their portion of the costs. This would be done when the 51 percent majority was being determined and be enforced by the city. There are approximately twenty-five businesses that are adjacent to Howard Street. Of these half are double fronted lots to Main Street and Howard Street which means that some equitable way of



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 -  NEW BUILDINGS
 -  PARKING FACILITIES

MAJOR PEDESTRIAN
CIRCULATION PROJECTS
CENTRAL AREA
PLAN
ROCKY MOUNT, N.C.

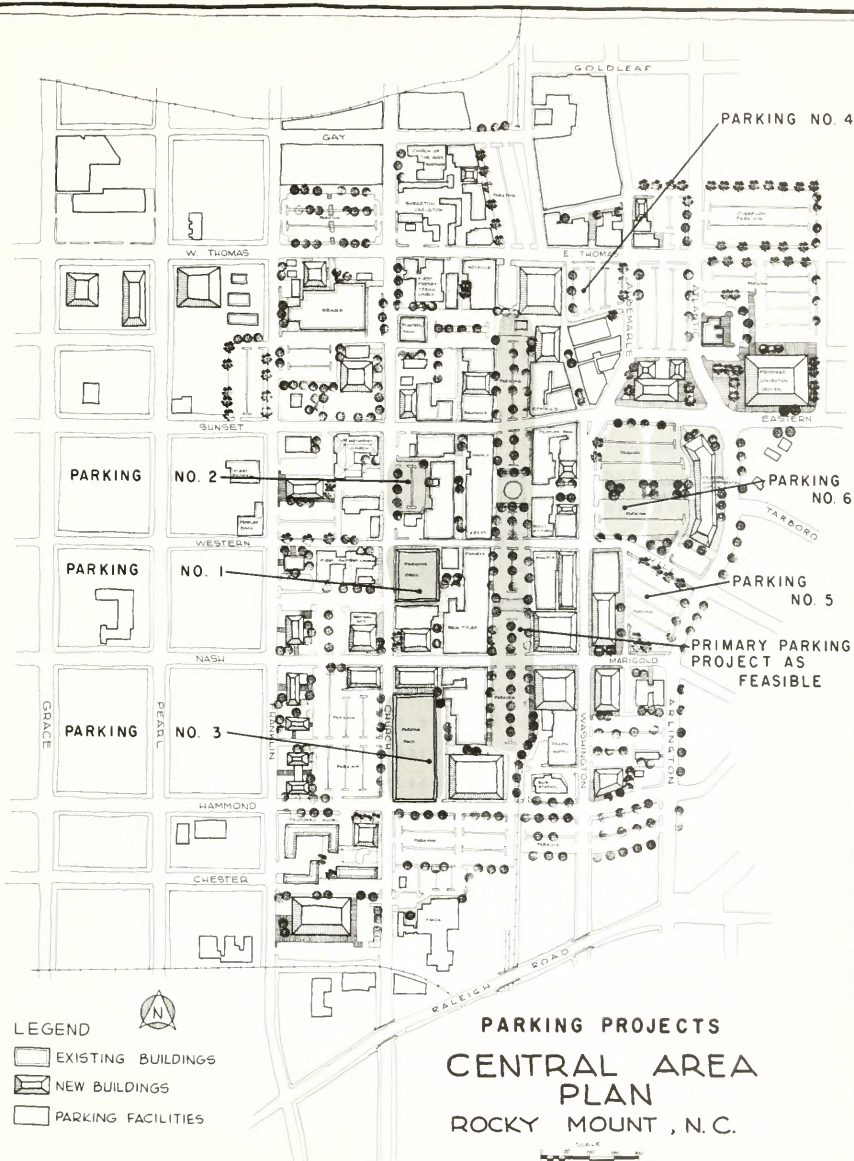


proportioning the cost of both street projects must be worked out for each merchant.

The Howard Street improvement will not solve any of the parking problems of the central area and except for the physiological effect for the downtown it must be assumed that parking projects will take precedent over street improvements in the earliest phases of development. The need for parking in the downtown area is critical in terms of the number of spaces that are going to be needed in the next few years. The parking study gives detailed recommendations for immediate action for remedying the problem.

3. Sorby's Alley Mall. This alleyway has the potential of being one of the more immediate projects and one of the less expensive. At present it is used primarily for employee parking and delivery vehicles, although there are several rear entrances to stores with ample off-street parking within 50 feet walking distance. The six to ten employee vehicles using the alley could easily park elsewhere. The first stage of development should be to stop car traffic entering from the Western Street entrance and develop the alley as a pedestrian walk the width of the alleyway from that opening along the backs of the present stores and up to the drug store rear entrance. (See Sketch Proposal for Progress). Belk's auto service area could continue to use the Church Street entrance. In the future as Belk's auto service grows it will need to relocate at which time the pedestrian walkway could be continued through to Nash Street. This further development could be tied directly with Belk's garden shop display area.

This project can be done with a minimum of organization and cooperation between the city and the merchants. The level and quality of development would account for a vast difference in any cost estimates. It still must be emphasized that professional help in developing details usually pays off with a better finished product.



4. Church and Western Street Parking Lot. This lot is recommended as a first step project to supply more parking to the Main Street area. At present part of the area is being used for parking. It is proposed that the area be extended to include the existing small church structure and the private rental spaces and that this lot be reorganized to take advantage of the acquired area. This lot should be used only for customers and not for employees. This area should be considered in the future for a possible parking structure location with a minimum height of four floors. A structure of this sort would triple the number of available spaces for the same land area.

The means to finance the first phase of this project can be developed by several different methods. Financing will require some form of organizational structure that can raise money, buy land and make a profit in order to purchase more parking facilities. The most desirable method of providing these facilities would be for a private enterprise to own and operate the lot or structure as a private business. This method would not burden the merchant or the city and would provide the city with a new tax source. Unfortunately, as a business the required investment is too high at this time, for the expected returns. This situation is changing, but it would still be a marginal operation for a few years. An alternative to private enterprise is to use a Parking Authority with the authority to issue bonds, buy and sell land, build structures, and condemn property for its use. Once this authority was established it would be able to move from project to project to provide parking.

5. Church Street between Sunset Street's Parking Lot. Present trends today are for automobile dealers to locate on major thoroughfares on the edge of the city. This is done in order to gain the needed inexpensive space to properly display large numbers of vehicles and to build new service facilities. With this trend in mind it can be assumed that the Bel Air Chevrolet Dealer on Church Street will be leaving

its present location at some time in the future. At that time it would be very desirable to develop a parking facility on the property. This would mean either razing the building and developing a surface lot with meters or leaving the structure and renovating it to be used as a parking structure. This is assuming that the building is still structurally capable of supporting vehicles on two floors. The development of this area for customer parking would replace several times over any spaces lost on Howard Street when it is converted to some form of mall. Because of its close proximity this lot would also serve the Main Street merchant. At present there is a 10 foot wide alley on the west side of Howard Street that could be developed as a pedestrian access from this proposed parking area directly to Howard Street. This proposal can be found in the Proposal for Progress booklet.

This lot should be developed either before or during the improvement of Howard Street in order to insure that ample parking is available.

This lot and structure should also be considered as a project under the development of the Parking Authority to be paid for by revenues derived from parking meters and, if necessary, merchant underwriting. The location of this lot makes it very desirable as a parking facility and it should be among the first parking projects developed.

6. Washington Street. The area immediately east and west of Washington Street is almost totally built up with structures and the available parking is therefore greatly limited. Potential parking areas are going to have to be developed where existing structures are located today. For this reason development may be somewhat expensive in its initial effort. Because of this high expense the necessity of using the Renewal Authority becomes critical. The many substandard structures will be removed and the resulting parcels of land can be used to form a large enough tract to

develop an efficient parking facility. The various lots on the east side of the downtown must then be purchased from the Renewal Authority and financed by the city, private enterprise, but more likely by the Parking Authority.

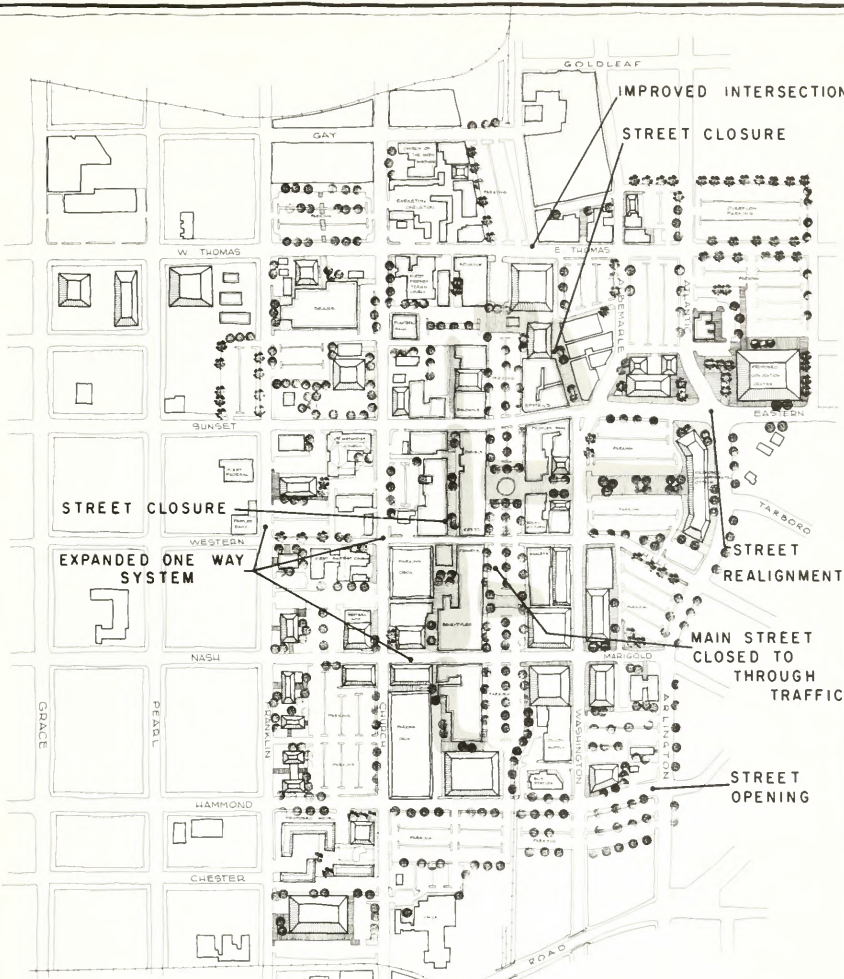
East of Washington there are four basic parking projects that will provide spaces for customers shopping in the central area. All of the proposed projects are needed now. The shortage of adequate parking spaces on this side of the core is critically short and each area should be considered as it is made available.

The largest and most beneficial parking lot that is proposed in this area will also probably be the most expensive to develop. The resultant block between the proposed realignment of Sunset with Eastern Street and Western Street is the recommended site for a new city office building complex with two-thirds of the block being devoted to off-street parking. At the time of the street realignment the city tentatively is planning to acquire the building site. As this effort may well also be done as a renewal project the Parking Authority should act to acquire the area proposed for parking. This lot would vastly improve the parking situation on the east side of the central area as well as add a great deal of new interest and life to this weaker side of the downtown area.




Street Changes

In order to facilitate the orderly movement of traffic about and through the downtown area four major changes have been proposed within the area. Most of these changes are predicated on the assumption that the Main Street project will be developed and therefore present traffic systems will have to be altered.

Probably the first project after the closing of Main Street's North-South traffic movement would be to establish the one-way street system. This could be done even though



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-  NEW BUILDINGS
-  PARKING FACILITIES

STREET CHANGES CENTRAL AREA PLAN ROCKY MOUNT, N.C.



two major links would not be complete. The city could implement this change for only a minimum expense and only the minimum amount of change in signal lights, directional and stop signs.

The second most needed element is the Hammond Street extension. This extension is for two short blocks, one of which is entirely railroad right-of-way which will be vacant. Hammond Street's present dead-end at the railroad interrupts the smooth flow of traffic from the southwest side of the city. This project will be dependent on the Main Street project and cannot proceed until the tracks and boarding platform are moved. The proposed extension will cut through the bus station vehicle storage area, but ample storage will be provided south of Hammond. This street is not on the state's road system, therefore the improvements will have to be completed either with city funds or as part of the renewal project.

The third project is also a street realignment. Sunset Street is proposed to realign with Eastern Street between Arlington and Washington Streets. This project involves cutting through the center of a small block and doing away with some nine structures. In addition, the block of Tarboro Street that is abandon has eleven structures on the south side which will have to be acquired. Although this street is presently on the state's maintained system the State Highway Department cannot justify the entire expense of the realignment costs. Therefore, it (the state) will participate in the actual construction of the street and the remainder of the project will be developed under the Renewal Authority and will be a two block stage of the downtown project. This will be the most significant change on the east side of Main Street. In this two block stage suitable parking is provided, a site for county offices is proposed, a new City Hall site is anticipated and a major street change is contemplated.

Washington Street Mall

The proposed closure of the section of Washington Street between Thomas and Tarboro Streets was done for several purposes. This section of street begins and ends with a five-way intersection which (presently) is difficult for traffic flow. Another traffic consideration is that the proposed one-way system will work much more efficiently with Washington tying into Albemarle Street rather than intersecting with Thomas Street. Further the closing of this part of the street will allow for the collecting together of several parcels of land including two old street rights-of-way that can be developed in an ideal department store site with parking. The south end of the block could then be developed as a pedestrian mall which would open directly to the store at one end and face the proposed City Hall structure on the other.

This will probably be one of the last projects developed in the central area. Its development will depend on the rate with which the thoroughfare plan is implemented, when the Main Street project is completed, if the City Hall is relocated and the need for commercial space in the north end of the central area.

Railroad Relocation

The construction costs of the railroad's relocation has been estimated and a figure set. The cost of land to put the railroad on will be an entirely different matter to estimate. The cost can vary considerably and it will only be with a very detailed analysis that a reliable figure can be attained. Although the relocation route is tentatively set to go through an area that is basically undeveloped the land has present value as a farming site and potential value for home sites as Rocky Mount grows east. Further, the cost of actual right-of-way may be equalled or exceeded by damage claims by property owners. What is a farm worth that is split into by a railroad? What is a home worth with a track passing

within fifty feet of its front steps? And what is a potential subdivision site worth with a railroad running along its edge? As a farm, home or subdivision these properties may not be worth very much, but as potential industrial land the question may have different answers. These are the things that realators, attorneys and juries will have to decide and consequently the situation and the price will vary.

In attempting to arrive at a general estimate of the cost of right-of-way land the railroad's Reality Department was contacted along with the State's Highway Right-of-way Department, a local realator, utilities right-of-way specialist, an attorney that represents a utility company and an attorney that represents landowners contesting right-of-way action. Utility estimates were as much as \$17,000 per mile for an equivalent two hundred foot right-of-way and highway right-of-way costs in similar areas ran to over \$200,000 per mile. Assuming that a railroad has more of the character of a highway than it does of a gas or electric line it can be expected that the land costs will quite likely be at the \$100,000 per mile plus figure, which means that the 5.5 miles around Rocky Mount is going to cost in excess of \$500,000 and possibly a million dollars.

This cost then must be met before actual construction can begin. This expense or the bulk of it will have to be met through the efforts of the urban renewal funds set up for the central area development. Since this land acquisition is prerequisite to any track relocation and the track relocation is prerequisite to development on Main Street the criticalness of timing cannot be over emphasized.

New City Hall and Convention-Civic Center

As the city has grown so has its official responsibilities and so has its physical need for a larger office facility. In order to effectively handle and administer the departments within the city's government it will soon be necessary to

further expand the existing City Hall or build a new structure. Since the present two structures are at their maximum capacity and expansion space does not seem to be available, a new site and a new structure appears justifiable.

In the redevelopment of the central area it is deemed highly desirable to have the administrative functions of government in the downtown area if possible. Its continued central location will best serve the majority of the citizens of the area as well as contribute to the overall amenities of the downtown area.

To these ends the city has scheduled \$25,000 in fiscal year (1968-1969) for the study of the space needs of the structure and to determine the best site for its construction. Further, in fiscal year (1969-70) \$2,000,000 has been scheduled for land acquisition. This project is the responsibility of the city and appropriately it is making plans for its development.

Similarly, the city has taken steps to study the needs and benefits of a combination convention center and civic auditorium. The need for a center of this sort cannot be justified as being necessary to every citizen and therefore its financial support must come from sources other than and in addition to the city. The city, in its projected budget has allotted \$25,000 in fiscal year (1968-1969) for determining methods of financing, space needs, space arrangements and site selection. Just as in the City Hall proposal the city also has allotted \$200,000 in its proposed budget for fiscal year (1969-70) for the purchase of a site. The city then has good intention, but it cannot be expected to fully finance such a project. Therefore, outside sources will be sought. A most likely approach will be to have a special organization formed to promote and solicit funds. These original funds will be "seed" money to be used as a cash portion of a loan from a lending agency or bank. As usual the businesses that stand to gain the most should be the

ones prepared to contribute the most. Often monies of this sort are given by motels, hotels, restaurants and the various services businesses that receive direct support from individuals participating in activities in the center.

Contrary to the truth most centers of this sort are not self-liquidating and, in many instances cannot meet their yearly overhead. Obviously, then the advantages of such a center will be not just to the local citizen who is able to see more shows, displays and cultural events, but to the business who receive these aforementioned monetary benefits. Unless the center can be used to its maximum during the full year and unless realistic rentals are charged for its use (rather than trying to under bid every other city with a similar center), the center will have to be subsidized. This is a logical responsibility of the merchant group that is going to promote the center.

Local businessmen and civic leaders must begin now to organize and form definite plans for future activities. Recently the local YMCA had a building fund drive and was able to raise approximately one-half million dollars. If this is an indicator the Convention-Civic Center has a good chance at success.

City Indebtedness

At present the City of Rocky Mount has an assessed valuation of approximately \$140,000,000. The city has a bonded debt at the present time of some \$7,065,000. It is anticipated that the city will further issue bonds to the extent of \$4,000,000 for a water treatment plant and improved connecting lines and \$1,500,000 for extension of the electrical distribution system. This will bring the total indebtedness to \$12,565,000. In addition to these proposed items there is also the possibility the city is going to finance a reservoir in connection with the treatment plant. The reservoir would require another \$1,500,000 in bonds which

would bring the bond debt up to \$14,065,000.

The State's General Statutes regulate the amount of indebtedness that a city may incur to 8 percent of its assessed valuation, with some types of bonds exempted, such as bonds on water systems, self sustaining sewer systems, improvements ordered by the State Board of Health, and revenue bonds. A generally accepted rule of thumb is that the gross debt should not exceed 10 percent of the total assessed valuation.

The existing and proposed debts will soon reach this maximum amount and therefore the city cannot legally accumulate any other debts. However, at the present time (fiscal 1967-68) the city will retire some \$700,000 in indebtedness and a similar amount in fiscal 1968-69. In addition the city owns and operates its own electrical distribution system and bonds used for these purposes (\$1,500,000 worth) will be self-liquidating and will not affect the net indebtedness. Similarly a portion of the bonds issued for the water system will be self-liquidating.

By subtracting the items from the gross amount of indebtedness it appears that in two years when the major redevelopment projects will be getting under way the city will be in a financial position to participate with a million or a million and a half dollars. With this money plus pledges from the businessmen of the central area and a possible work contribution from the Seaboard Coast Line Railroad it is quite likely that an amount of two and a half to three million dollars can be raised. Three million dollars in local money will net almost six million in federal matching money under the Urban Renewal Program. Needless to say nine million dollars would go a long way in developing the proposed improvements for the central area.

COSTS

Mall and Pedestrian Walkway Costs
Parking
Street and Alleyway Development
Street Changes
Railroad Relocation Estimates
Overall Project Cost Estimate

MALL AND PEDESTRIAN WALKWAY COSTS

All cost figures for malls are based on concrete paving with brick dividers, concrete curbing, ample shrubs, plants and trees, outdoor lighting, proper drainage. Where pools or special building structures are involved they have been added in separately. These cost figures are obviously estimates and can only be considered as general guides. Detailed costs can only be developed after proper plans have been completed by the various professionals - engineers, architects and landscape architects.

MAIN STREET - Section above Thomas Street

(10x400) = 4000 sq. ft. @\$16.00/ lin. ft. = \$6,400.
Extended sidewalk

MAIN STREET - North Main Plaza (Between Thomas and Sunset Streets)

A) (10x700) = 7000 sq. ft. @\$16.00/lin. ft. = \$11,200.
Extended sidewalk

B) (50x120) = 6000 sq. ft. @\$2.00/sq. ft. = \$12,000 Mall +
\$2000 pool

MAIN STREET - Main Street Plaza (Between Sunset and Western Streets)

A) (10x600) = 6000 sq. ft. @\$16.00/lin. ft. = \$9600
Extended sidewalk

B) (50x150) = 7500 sq. ft. @\$2.00/sq.ft. = \$15,000 Cross Mall
+ 2 Pools \$2500. Display structure \$8000.
Total \$10,500.

MAIN STREET - South Main Plaza (Between Western and Nash Streets)

A) (10x700) = 7000 sq. ft. @\$16.00/lin. ft. = \$11,200. Extended
sidewalk

B) (20x200) = 4000 sq. ft. @\$2.00/sq. ft. = \$8,000. Cross Mall

MAIN STREET - Section below Nash Street

(10x700) = 7000 sq. ft. @\$16.00/lin. ft. = \$112,000.
Extended sidewalk

PARKING - PHASE I - MAIN STREET

MAIN STREET - Section above Thomas Street

Surface Improvements

(400'x150') = 60,000 sq. ft. @ 350 sq. ft./space = 171 spaces

@ \$320/space = \$54,520.

Plus land cost

MAIN STREET - Section Between Thomas and Sunset Streets

Surface Improvements

(600'x150') = 90,000 sq. ft. @ 350 sq. ft./space = 275 spaces

@ \$320/space = \$82,240.

Plus land cost

MAIN STREET - Section Between Sunset and Western Streets

Surface Improvements

(350'x150') = 52,500 sq. ft. @ 350 sq. ft./space = 150 spaces

@ \$320/space = \$48,000.

Plus land cost

MAIN STREET - Section Between Western and Nash Streets

Surface Improvements

(165'x350') = 56,750 sq. ft. @ 350 sq. ft./space = 162 spaces

@ \$320/space = \$51,840.

Plus land cost

MAIN STREET - Section Between Nash and Hammond Streets

Surface Improvements

(300'x200') = 60,000 sq. ft. @ 350 sq. ft./space = 171 spaces

@ \$320/space = \$54,520.

Plus land cost

PARKING - PHASE II - SURFACE LOTS-DECKS

CHURCH STREET (Between Sunset and Western)

Surface Improvements

(230'x120') = 27,600 sq. ft. @ 350 sq. ft./space = 78 spaces
@ \$320/space = \$24,960.

Plus land cost @ \$7.00/sq. ft. = \$193,200

Deck improvements for 390 spaces @ \$1600/space = \$624,000

CHURCH STREET (Between Western and Nash)

Surface Improvements

(250'x150') = 37,500 sq. ft. @ 350 sq.ft./space = 107 sq.ft.
spaces @ \$320/space = \$34,240.

Plus land cost @ \$7.00/sq. ft. = \$248,500.

Deck improvements for 535 spaces @ \$1600/space = \$856,000.

CHURCH STREET (Between Nash and Hammond)

Surface Improvements

(160'x230') = 36,800 sq. ft. @ 350 sq. ft./space = 105 spaces
@ \$320/ space = \$33,600.

Plus land costs @ \$3.00/sq. ft. = \$110,400.

Deck improvements for 525 spaces @ \$1600/space = \$840,000.

PARKING - PHASE III - WASHINGTON STREET

WASHINGTON Street (Between Marigold and Battle)

Surface Improvements

(300'x170') = 51,000 sq. ft. @ 350 sq. ft./space = 145 spaces @ \$320/space = \$46,400.

Plus land costs @ \$300/sq. ft. = \$153,000.

No deck.

WASHINGTON STREET (Between Hill and Marigold)

Surface Improvements

(300'x200') = 60,000 sq. ft. @ 350 sq. ft./space = 171 spaces @ \$320/space = \$54,520.

Plus land costs @ \$4.00/sq. ft. = \$218,080.

No deck.

WASHINGTON STREET (Between Tarboro and Hill)

Surface Improvements

(400'x400') = 160,000 sq. ft. @ 350 sq. ft./space = 460 spaces @ \$320/space = \$147,700.

Plus land costs @ \$700/sq. ft. = \$1,120,000.

No deck.

ALBEMARLE STREET (Between Thomas and Rose)

Surface Improvements

(300'x200') = 60,000 sq. ft. @ 350 sq. ft./space = 171 spaces @ \$320/space = \$54,520.

Plus land costs @ \$4.00/sq. ft. = \$218,080.

WASHINGTON STREET (Between Thomas and Tarboro)

Surface Improvements

(200'x170') = 34,000 sq.ft. @ 350 sq. ft./space = 97 spaces @ \$320/space = \$31,040.

Plus land costs at \$3.00/sq. ft. = \$102,000.

No deck.

STREET AND ALLEYWAY DEVELOPMENT

	<u>Cost at \$2.00/sq. ft.</u>
Howard Street	\$45,000.
(50x450) = 22,500 sq.ft.	\$50/lin. ft. Each side
Sorby's Alley	\$20,000.
7,000 sq. ft.	\$20/lin. ft. Each side
Washington Street Mall	\$90,000.
(300x150) = 45,000 sq. ft.	\$15/lin. ft.
Baldwins Alley	\$12,000
(300x20) = 6000 sq. ft.	\$20/lin. ft. Each side
New Pedestrian Mall between Main and Washington	\$160,000.
(200x400) = 80,000 sq. ft.	\$400/lin. ft. Each side
New City Hall Approach Mall	
(50x350) = 17,500 sq. ft.	\$35,000.

STREET CHANGES

	<u>Cost: \$12.00 Per Lin. Ft.</u>	<u>Additional Land Area Needed</u>
1) Hammond Street extended 700 ft. improved	\$8,400	18,000 sq. ft.
2) Sunset Street extended 500 ft. improved	\$6,000	27,000 sq. ft.
3) Howard Street close to vehicles 430 ft.		None
4) Washington Street close to vehicles 300 ft.		None
5) Coast Line Street close to vehicles 400 ft.		None
6) Main Street close 2200 ft.		None

COST ESTIMATE FOR TRACK RELOCATION

PLAN "B"

DOUBLE TRACK MAIN LINE LOCATION - ROCKY MOUNT, N. C.

TRACK WORK:

5.5 Miles of Double Main Line, New Station, South Rocky Mount, and Station Track.			\$ 184,396.
Grading	\$1,280,354.		
New Main Track	94,251.		
Present Main Track Changes	266,867.		
Relaying N & C Main Line	134,720.		
Relocating Leg of "Y" N & C	\$1,776,192.		
Grade Crossings		\$1,776,192.	
Drainage		13,400.	
		74,881.	

STRUCTURES:

Tar River Bridge	\$ 559,240.
Highway Grade Separations	970,088.
Prestressed Conc. Slab Bridge	42,374.
Station	200,000.
Signals & Communications	463,480.
Plus Annual Rental of PAX from Telephone Co.	
\$14,400. Per/Year	
	<u>\$4,284,051.</u>

SALVAGE: \$46,410.

Note:

Cost of right-of-way, power lines, public utility charges, and property damages not shown on this estimate.

RIGHT-OF-WAY LAND NEEDED FOR TRACK RELOCATION

5.5 miles of track with 200 ft. right-of-way is 132 acres of land and plus 8 acres for the station is a total of 140 acres needed for the train track relocation.

The cost of land for right-of-way purposes as previously discussed will vary greatly, but will be assumed at a cost of one million dollars.

RELEASE OF STATION PROPERTY AND RELOCATION OF DEPOT
SUMMARY OF COST (ESTIMATED)
DOUBLE TRACK MAIN LINE LOCATION - ROCKY MOUNT, N.C.

TRACK WORK

Track Changes	\$ 120,105.
Grading and Drainage	22,036.

STRUCTURES

Building, covering concourse, sidewalk and concourse paving, concrete platforms, curb and gutter, moving umbrella shed, exterior lighting, moving water line, landscaping, irrigation system.	1,070,595.
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SIGNALS AND COMMUNICATIONS

Moving CTC equipment, signaling at new station, moving communication facilities and relocating radio facilities.	118,820.
Annual rental of PBX from Telephone Company	14,400.

FACILITIES

Standby facilities for stub-end tracks, watering facilities for trains. (This does not include power and other services for the station itself).	13,666.
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RELOCATION

Moving expense and purchase of furniture.	<u>8,500.</u>
TOTAL -	\$1,368,122.

OVERALL PROJECT COST ESTIMATE

All of the figures referred to in this study with the possible exception of the structural costs estimated by the railroad engineers are estimates using past cost of similar projects and must not be taken as a definite and real figure. The cost estimates are presented in an attempt to demonstrate problems and objectives that will have to be met if such a redevelopment is to succeed.

The following is a high-low general cost estimate of the entire project.

	<u>Low Estimate</u>	<u>High Estimate</u>
Railroad right-of-way	\$1,000,000	\$2,000,000
Railroad Relocation Costs	5,500,000	6,500,000
Downtown Improvements	2,000,000	3,000,000
Land Costs	<u>1,000,000</u>	<u>2,000,000</u>
Total Cost	\$9,500,000	\$13,500,000

These estimates do not include the City Hall structure or the proposed Convention-Civic Center project and are divided on the basis of a one-third local share and a two-thirds matching grant.

<u>Low Total</u>	<u>High Total</u>
\$9,500,000 Gross Costs	\$13,500,000 Gross Costs
6,333,400 Federal share (2/3)	9,000,000 Federal share (2/3)
3,166,600 Local share (1/3)	4,500,000 Local share (1/3)

(Local share made up by the City, Merchants Corporation, State Highway Projects and Parking Authority.)

FINANCIAL RESOURCES

Public
Private

REVENUE RESOURCES

FINANCIAL RESOURCES

I. Public Resources

A. Federal Resources.

1. Urban Renewal Grants
2. Public Housing Grants
3. Small Business Administration Loans to Private Businesses.

B. State Resources.

1. State Highway Assistance to Thoroughfare System in Development of State Highway Routes
2. Powell Bill Funds for Street Construction and Maintenance

C. Local Resources.

1. Property Taxes
2. Utility and Special Taxes
3. Assessments against benefitted Property Owners for Public Improvements
4. Profits from Municipally Operated Utilities
5. Fines and Penalties
6. Parking Meter Revenues
7. General Obligation Bonds
8. Revenue Bonds

II. Private Resources

A. Cash Outlays.

B. Mortgage financing on Private Properties.

C. Business Loans.

D. Pooled Resources.

REVENUE RESOURCES AVAILABLE FOR SPECIFIC PROJECTS

PROJECT	FEDERAL GOVERNMENT-STATE GOVERNMENT-LOCAL GOVERNMENT - PRIVATE RESOURCES		
1. Survey and planning of downtown area to determine feasibility of revitalization	Urban Renewal Grant	General Fund	Employment of Consultants by Development Associations, etc.
2. Public Facilities			
A. Streets	(1) Urban Renewal Grants in connection with approved projects.	(1) State Highway Construction. (2) Powell Bill Funds.	(1) Private construction and dedication.
B. Sidewalks, Pedestrian Malls, etc.	(1) Urban Renewal Grants in connection with approved projects.	(1) General Fund. (2) Bonded Indebtedness. (3) Assessments.	(1) Private construction
C. Utilities	(1) Urban Renewal Grants in connection with approved projects.	(1) General Fund. (2) Profits from Revenues. (3) Bonded Indebtedness. (4) Assessments.	Construction by privately owned utility companies
D. New City Hall Office Complex		(1) General Fund (2) Bonded Indebtedness.	

FEDERAL GOVERNMENT-STATE GOVERNMENT-LOCAL GOVERNMENT - PRIVATE RESOURCES				
PROJECT				
3. Quasi-Public Facilities A. Parking			(1) Parking Meter Revenues. (2) Revenue Bonds. (1) General Fund. (2) Bonded Indebtedness. (3) Assessment.	Construction and operation by private enterprise.
B. Street Lighting			(1) General Fund. (2) Bonded Indebtedness. (3) Assessment.	Normally constructed by private business interests.
C. Service Amenities. (Planting trees, sidewalk canopies, phone booths, rest stations, playgrounds, etc.			(1) General Fund. (2) Assessment.	
D. Convention Center Civic Auditorium			(1) General Fund. (2) Bonded Indebtedness.	Private business interest to establish initial funds. Private investment.
4. Private Retailing and Business facilities.	S.B.A. Loans			

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